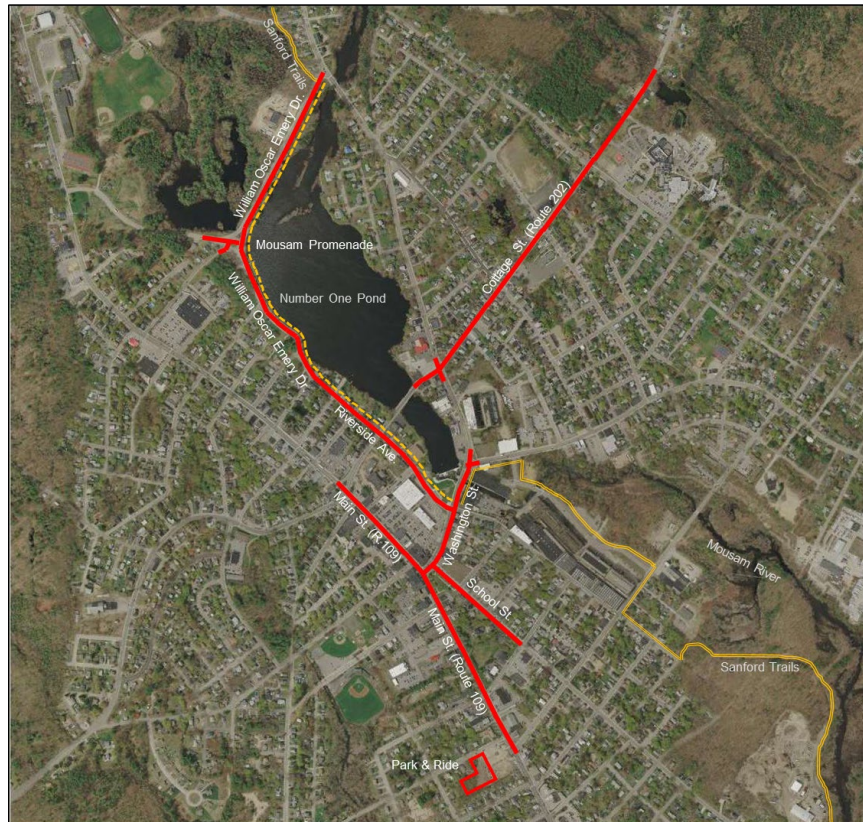


**U.S. DEPARTMENT OF TRANSPORTATION
FY 2022 REBUILDING AMERICAN INFRASTRUCTURE WITH SUSTAINABILITY
AND EQUITY (RAISE)
GRANT APPLICATION**

Project Name: **Downtown Sanford Village Partnership Initiative**
Project Type: Capital Project–Street, Sidewalk, Intersection, Multi-Use Pathway Rebuild and Improvements
Project Location: Rural, Sanford, Maine – 1st Congressional District
Funds Requested: \$25,000,000
Other Federal Funds Matched: \$ 2,239,104
Non-Federal Funds Matched: \$ 7,192,776
Total Project Cost: \$34,431,880

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UEI #: MP59EXMVEMJ7



Project Summary

The Maine Department of Transportation (“MaineDOT”) and the City of Sanford, Maine (“Sanford”), seek \$25,000,000 (72.6%) from a U.S. Department of Transportation (“USDOT”) FY 2022 Rebuilding American Infrastructure with Sustainability and Equity (“RAISE”) grant. MaineDOT is the lead applicant and the total cost of the Project is \$34,431,880, of which \$3,603,788 (10.5%) will be funded by matching state funds from MaineDOT, \$3,588,988 (10.4%) funded by Sanford, and \$2,239,104 (6.5%) coming from Maine’s Core Federal Funds.

The *Downtown Sanford Village Partnership Initiative Project* (“Project”) calls for a much-needed and long-awaited revitalization of downtown Sanford by building upon numerous transformational accomplishments the city has already made. Improvements call for:

- a) Replacing and/or constructing streets, sidewalks, crosswalks, underground utility ducts, streetlights, parking spaces, drainage areas, a multi-use pathway, and a *Park & Ride* facility serving a Navy base
- b) Improving numerous safety aspects of downtown streets and sidewalks for motorists and various active transportation users
- c) Modernizing downtown infrastructure to attract potential employers, commercial and residential development, and prepare for a green future
- d) Providing safe and efficient access to the region’s commercial center and current downtown employers critical to Sanford’s economy
- e) Meeting Americans with Disabilities Act (ADA) and MaineDOT standards

City leaders have spent the past several years improving Sanford’s infrastructure and rigorously marketing the city’s value to potential employers – a task that has progressed well despite limited resources. Leaders developed an ambitious plan, fostered needed collaboration, successfully applied for various funding, and created meaningful improvements. While this work focused on various elements, roads and sidewalks remain very old and lack safety and mobility essentials. They hold Sanford back. Now is the time to create a safe and solid foundation for residential and commercial investment by building upon achievements made thus far and tying them together.

The Project addresses *all eight aspects* of USDOT’s merit criteria while simultaneously aligning with many *USDOT Strategic Framework* goals. MaineDOT and Sanford chose this Project because of the need to alleviate a number of safety concerns downtown, create sustainable public and active transportation alternatives, prepare the city for a future mindful of climate change, and build upon the momentum that fostered recent funding awards for city improvements already completed or scheduled.

MaineDOT is an accomplished, experienced, and responsible recipient of past successful FASTLANE, TIGER, INFRA, and BUILD grants and can be relied upon to fully fund and commence the Project well in advance of the September 30, 2026, obligation date, and to complete the Project well in advance of the September 30, 2031, requirement without risk. MaineDOT’s strong partnership and ongoing collaboration with Sanford will ensure that this Project creates long-lasting positive impacts and ensures safe, reliable, and convenient connectivity downtown for residents, visitors, and businesses in the country’s most rural state, based on the rural population percentage.



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Standard Form 424, Application for Federal Assistance

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Project Narrative

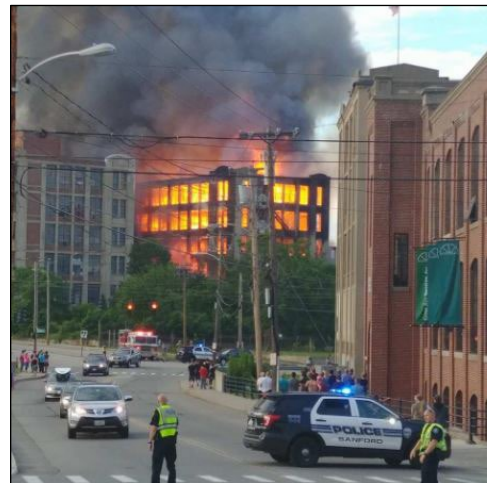
I. Project Description

Located in the far southwestern ‘foot’ of Maine, the City of Sanford is 12 miles equal-distant from the Atlantic Ocean and the border with New Hampshire. With a population of only 21,982, it still ranks as the state’s 7th largest municipality as of the April 2020 Census.¹ Residents of this working-class community are employed at businesses representing various parts of the modern economy.² There are companies serving biotechnology, manufacturing, healthcare, information technology, and engineered materials industries. But few of these employers lie within downtown. The city is targeting additional employers to the historic Mill District downtown where, with the right investment, brownfield sites can *continue* to be transformed into business foundations that will attract employers paying family-wage jobs. But to do that, the city first needs infrastructure improvements to continue to attract investment and thrive.

Downtown Sanford is the region’s commercial center. At least 2,400 people – a large number for a small downtown – work downtown according to the Sanford Regional Economic Growth Council.³ Once well-known as a city where workers lived walking distance from their textile mill jobs in a community that met all of their needs, urban development grew adjacent to downtown when mill jobs were prevalent. That history created some noteworthy Sanford landmarks that are linked to this Project, including:

- The Mill Yard District – once home to clothmaker Goodall-Sanford Mills, the mill buildings still anchor downtown and are now home to some residences and a few light manufacturing businesses.
- Number One Pond – a 45-acre mill pond in the middle of downtown that once provided water power to drive the Goodall Mill complex. The pond, a wide segment of the narrow, regional Mousam River now serves recreational activities including ice skating and ice fishing in winter, water skiing shows in summer, and a walkable shorefront year-round.

The Goodall Textile Mills were the employment anchor for more than a century, from the 1830s through the 1950s, specializing in manufacturing woolen cloth blankets and upholstery. As manufacturing improved and textile production grew, so did Sanford. In 1883, the population was 2,700, but by 1910 it grew to 9,000 with the mills employing upwards of 3,000.



One of the Mill Yard District buildings was lost to fire in 2017. This was a disappointing setback for Mill Yard revitalization downtown.



¹ <https://www.census.gov/quickfacts/sanfordcitymaine>

² <https://sanfordgrowth.com/business-profile/>

³ <https://www.selectmainesites.com/maine/pinpoint/43.44140515398701/-70.77759854248042/labor-force?radius=1>

Yet like the story repeated in many New England communities, factory-based manufacturing eventually declined leading to hard times, a population decrease, and a tax base unable to support needed infrastructure improvements.

*Many small and mid-sized cities around the United States are struggling because their economies were built largely on a single economic sector that has changed significantly. For example, at one time jobs might have been heavily concentrated in industries like logging, mining, or manufacturing, but technology and market forces have transformed these sectors, and they no longer employ a large workforce. Changing circumstances...can shake the economic foundations of these communities, leaving people without jobs and cities without a healthy tax base.*⁴

- EPA's Office of Sustainable Communities tool *Framework for Creating a Smart Growth Economic Development Strategy: A Tool for Small Cities and Towns*

Sanford lived this difficult reality. The region again suffered job losses most recently during the economic downturn at the beginning of the 21st century. Even once-successful businesses downtown disappeared with the advent of big-box chain stores and e-commerce. Facing these modern economic disruptions, city leaders decided to take action.

Given the challenges facing the city, leaders concurred that downtown needed to evolve into a modern community quickly able to attract economic development and remain relevant. City leaders set plans to improve safety, modernize connectivity, and prepare for a green future.

A variety of factors can improve quality of life, such as a thriving downtown or commercial district with neighborhood-serving shops and restaurants; green and open space; a variety of transportation choices, including options for walking, biking, driving, and public transit...smart growth economic development...also includes identifying key locations for development and redevelopment in the city's core, including brownfields and infill sites.

- EPA's *Office of Sustainable Communities Tool*

Since the 2010s, city leaders focused on each element outlined in the EPA tool. They began to seek public and private investment which they still do today – a mission that would likely lead to a transformation and make downtown a multi-faceted destination, not a one-stop spot. The city manager, other staff, and downtown stakeholders began holding monthly conversations that became known as the 'Main Street USA Downtown Meetings'. Reflecting back on the list of infrastructure problems, Sanford Regional Economic Growth Council Executive Director Jim Nimon refers to Sanford as "the city that chose to prosper."

Specific Problems and Progress (by Merit Criteria)

Safety

Problem: Streets are wider or narrower than required, owing to numerous road designs adjusted over previous decades. Some streets are too narrow and tend to slow the flow of traffic, causing back-ups at certain times. Other streets are too wide and lack **traffic calming** features; they tend

⁴ https://www.epa.gov/sites/default/files/2016-01/documents/small_town_econ_dev_tool_010516.pdf, page 3

to facilitate higher speeds that can result in crashes.

The chart below shows 2016-2020 crash data from MaineDOT for locations in the Project zone.⁵
 Areas of concern:

- *Roberts St. and Main St. intersection: includes the challenging left-turn for drivers turning from Roberts Street onto Main Street which distracts drivers from watching for pedestrians in the Main Street crosswalk, which itself does not meet ADA requirements.*
- *Washington St.: vehicles weave between lanes on the small segment of Washington Street between Main Street and School Street. Unexpected lane changes increase crash risk.*
- *Winter St. and Main St. intersection: many school children walk through this segment of downtown and drivers often fail to yield to crossing pedestrians, particularly north of the Midtown mall entrance. Both younger and older pedestrians alike are at a higher risk for severe injury if struck by a vehicle.*

CRASH DATA	Fatal Crashes	Serious Injury Crashes	Minor Injury Crashes	Possible Injury Crashes	Property Damage Only Crashes	Pedestrian Crashes	Bicycle Crashes	Total Crashes
Main Street et al.	0	4	14	50	146	10	6	214
Cottage Street	0	1	11	19	64	2	0	98
William Oscar Emery Dr.	0	0	4	2	33	0	1	41
Total	0	5	29	71	243	12	7	353

5-year Crash Data (2016-2020)

Progress: As part of the MaineDOT’s Planning Partnership Initiative (PPI), Sanford, MaineDOT, and other stakeholders conducted a **Roadway Safety Assessment** in 2019 – an extensive two-day and night downtown safety evaluation that scrutinized the physical plant from a safety standpoint, examining how safely individuals can move about. Officials studied how traffic moves through intersections, how and where people cross streets, and where bikers and skateboarders ride. Concerns were abundant, including several areas in the Project zone void of ADA-compliant design, cyclists using the narrow sidewalk or riding against the flow of traffic, a lack of bike facilities, and dim lighting throughout.

Problem: Numerous **utility poles** carrying overhead lines are located on the edge of many streets and have no protective barrier. While relocating these will be utility-funded and not a Project task, the work is planned to take place during Project construction. Many **fire hydrants** are also located on the edge of streets with no protective barrier. They will be relocated as well, resulting in streets appropriately sized with fewer in-street obstructions.

Progress: Preliminary engineering has identified to where poles and hydrants will be relocated.

Problem: Prior construction techniques in Sanford, thought to be innovative at the time, resulted in **storm drains** being located three feet out from the curb line. As a result, drains are too far away from street curbs – resulting in ponding. Excessive ponding, combined with Maine’s harsh climate, causes the winter freeze/thaw cycle to degrade pavement with a poor base quickly. Additionally, Sanford sits between climatological zones and experiences frequent temperature

⁵ A High Crash Location (HCL) is one experiencing eight or more traffic crashes and a Critical Rate Factor (CRF) greater than 1.00 in a three-year period. A road location with a CRF greater than 1.00 has a frequency of crashes that is greater than the statewide average for similar locations. It is a statistical measure to determine the “expected crash rate” compared to similar intersections in Maine.

and precipitation variations.

Progress: Preliminary engineering has identified to where storm drains will be relocated.

Problem: Sanford’s ability to treat **stormwater runoff** streetside does not currently exist and the drainage system throughout the city is deteriorating rapidly. Entry points to access the underground system are minimal, making cleaning and maintenance costly and difficult.

Progress: Sanford has partnered with the University of New Hampshire's Stormwater Center, MaineDEP, and MaineDOT to incorporate innovative stormwater treatment design into this Project. Options are being examined such as applying porous pavement technology in some areas, building stormwater pretreatment bays underground, or constructing a closed system gutter line stormwater filtration design.

State of Good Repair

Problem: The **roadway base** throughout the city is comprised of natural bank-run gravel which has less ability to ‘hold’ the road surface above it compared to manufactured or crushed gravel commonly used today. It performed well when Sanford’s turn-of-the-last-century roads were built; today’s heavier vehicles inflict damage to streets because the base material does not ‘grip’ and ‘lock’ together to create a durable and immobile foundation.

Annual Average Daily Traffic Projections			
Year	Main St.	Washington St.	Cottage St.
2019	12,840	7,620	9,120
2023	13,090	7,770	9,210
2025	13,880	8,240	9,760
2043	14,400	8,550	10,130

Progress: Detailed drilling and testing of current roadway base to confirm natural bank-run gravel.

Problem: The **road surface** asphalt has been overlaid so often through the years that in many locations its thickness leaves little or no distinguishable curb revealed above the top of the road surface. As a result, stormwater frequently ponds on the road and seeps through cracks, weakening the asphalt over time. The seeping water can also freeze and thaw repeatedly during Sanford’s long winter, creating cracks and potholes that weaken the street’s stability, especially under the weight of today’s vehicles. The city received 62 claims for vehicle damage over the previous five years due to poor road-related issues, paying as much as \$555 to cover a claim.



Road salt and snow plows make roads safer in the winter but they take a toll on pavement.

Progress: Street design phase has been completed to include new asphalt surface.

Problem: Many Sanford **traffic signals** are old, unreliable, and don’t enhance traffic flow through downtown; signal phasing requires improvements.

Progress: A 2018 USDOT BUILD Grant award of \$16.5 million to MaineDOT funded more than 100 new traffic signals throughout the Pine Tree State, including 13 intersection signal replacements in Sanford with four located in the Project area. The new signals contain adaptive signal technology, Dedicated Short Range Communications (DSRC) capabilities, infrared camera detection, wiring to connect to *SanfordNET*, emergency pre-emption features, back-plates with reflective striping, communication capabilities to the Maine Traffic Management

Center (TMC), and pedestrian accessibility.

Mobility and Community Connectivity

Problem: The lack of a **bike path** through downtown is a huge void, forcing bikers to either use the narrow edge of streets or narrow sidewalks. To feel safe, bikers often use sidewalks; however, they are narrow, include pedestrians, and contain uneven surfaces that are challenging.

Progress: Preliminary engineering includes a 10-foot-wide multi-use pathway through downtown with plenty of space for bikes. It will be part of the Sanford Trails system.

Problem: Sanford was an early pioneer of Portland Cement concrete **sidewalks**. While durable for years, they have exceeded their service life and are now difficult to maintain. Many concrete panels are cracked, heaved, separated, or have mismatching sections that are dangerous for pedestrians, bicyclists, skateboarders, and others. Some sidewalks are crafted of brick or gravel, creating a dangerous mosaic of different surfaces. Many residents who get around by wheel chair avoid sidewalks for streets because of poor sidewalk conditions – even in winter – exposing them to traffic-related hazards.



Many sidewalks through downtown are narrow, cracked, and chipped, creating safety challenges.

Progress: 2019 Roadway Safety Assessment inventoried aging sidewalks with broken pavement and sidewalks of different materials.

Problem: **Crosswalks** are dangerous due to the lack of consistent and modern ADA elements. Crossings lack pedestrian ramps or have ramps that are too steep, ramps with broken and/or uneven sidewalks, or water ponding in the crosswalk. Many crosswalks do not comply with the *Manual on Uniform Traffic Control Devices* (MUTCD). Proper crosswalk signage is needed to comply.



This crosswalk landing lacks ADA amenities and sidewalk cracks make it difficult to negotiate.

Progress: In January 2022, Sanford was the recipient of a MaineDOT grant under **Heads Up Pedestrian Safety Project** funding, awarded in-part because the city was moving in the wrong direction in regards to pedestrian safety. The grant focuses on strategies to improve pedestrian safety and reduce crashes through the use of prevalent pedestrian crossing signage.

Problem: While the local power company, then later Sanford, has maintained the city’s 900 **streetlights** well, low-cost lighting technology has evolved. Also, there are locations where adequate lighting does not exist – specifically along Main Street downtown – posing a safety concern.

Progress: The city has already purchased and changed out 95 percent of its filament-bulb streetlights to LED bulbs, spending about \$9,500 annually on electricity to power these. Compare that to \$9,300 spent annually powering the

Around \$9,400 = annual cost to light
47 filament-bulb streetlights or

825

LED streetlights

remaining 47 filament-bulb streetlights, soon to be changed as well.

Problem: There is minimal on-street **parking** which creates a challenge for those seeking to do business downtown. Parking spaces are disjointed, not in compliance with MUTCD, and many are too close to intersections or crosswalks and can hide important signage.

Progress: Parking design improvements have been incorporated into engineering design plans.

Problem: Sanford has developed an extensive **network of multi-purpose trails** connecting schools, neighborhoods, parks and businesses. The 45-mile network includes foot paths, bike paths and multi-purpose trails used by more than 100 people daily on a mild weekend day. The versatile trails attract walkers, joggers, snowmobilers, and horseback riders. The trail system has one primary flaw – the north and south portions are not properly connected due to a 2,400-foot gap along William Oscar Emery Drive/Riverside Avenue, known as the Mousam Promenade, as well as a one-block section east of Gateway Park. The current Mousam Promenade path is just a 4-foot-wide old sidewalk.



The narrow trail on the left is the current Mousam Promenade/Sanford Trails path. A wider trail is needed to accommodate users and attract more.

Progress: The Mousam Promenade has been designed.

Technology

Problem: Sanford needs to complete adding **LED streetlight technology** along Main Street.

Progress: As noted previously, Sanford has been proactive in utilizing smart LED streetlights. The technology includes the ability to monitor and elicit money-saving lighting changes via an easy-to-use mobile app.

Problem: Sanford lacked a **high-speed digital fiber network** to connect residents, businesses, and future commerce the city will attract. Meanwhile, the current underground conduit channel is old, has failed, is full of outdated utility lines, and has water seeping into it.

Progress: To connect to the ultra-fast digital world, the city made a million-dollar investment in fiber optic connectivity, known as *SanfordNET*, to link the community to very high-speed fiber.

Additional Progress (by Merit Criteria)

In addition to the many Project-related milestones listed above (organized by merit criteria category), Sanford has also made **numerous other achievements over the past five years**. While many are not directly related to the Project, these are important to outline because they are vital to Sanford's overarching mission to modernize and attract family-wage jobs in a walkable community.

Partnership and Collaboration

In February 2019, MaineDOT issued its annual *3-Year Work Plan* which consisted of three focus areas: *safety, innovation, and downtowns*. Sanford, longing to fund its plans for revitalization, approached MaineDOT about a partnership in their quest to receive state and Federal funding. The answer came in the form of **MaineDOT's Planning Partnership Initiative**, which Sanford submitted an application for in April 2019. This proved a turning point in beginning downtown's

transformation and building upon the significant self-help and impressive progress already made.

MaineDOT awarded the PPI to Sanford, commencing with a feasibility study covering all aspects of planning required to adequately scope downtown improvements. Two public hearings were held, the Roadway Safety Assessment (RSA) completed, a conceptual plan generated, all culminating in a comprehensive report that met Federal planning requirements so work could be considered under the MaineDOT *3-Year Work Plan*.

The PPI allowed Sanford to place all desired improvements under one project heading. While it did not oblige either party or guarantee future funding for engineering or construction, it led to a Cooperative Agreement which Sanford and MaineDOT signed in March 2021. That Agreement called for preliminary engineering and a preliminary design report for downtown Sanford improvements, itself a \$400,000 investment. Through all this, MaineDOT realized Sanford had projects, many with roughly the same construction timing window, prepared including:

- The Downtown PPI – MaineDOT and Sanford splitting planning and design costs 50/50
- Cottage Street (Route 202) – Sanford providing \$1 million in construction costs
- William Oscar Emery Drive/Riverside Avenue – MaineDOT participating with Sanford and providing \$400,000 in construction costs

Additionally, Sanford was recently awarded MaineDOT funding for a *Park & Ride* facility near the intersection of Main Street and Emerson Street/Elm Street. This item, now part of this RAISE Grant application, is a cooperative effort, meets several DOT objectives, and will in large part serve workers at the U.S. Naval Shipyard in Kittery, Maine.

Each year, Maine receives formula funding from the Department of Housing and Urban Development to be distributed to eligible communities under the **Community Development Block Grant (CDBG) Program**. Sanford submitted applications to the state CDBG office in 2019 and to MaineDOT in 2020, resulting in a \$300,000 award to fund improvements to the Midtown Mall, including construction of a needed walkway through the mall parking lot, a pedestrian connecting ramp between the parking lot and St. Ignatius Street, and other facade, parking, drainage, and lighting enhancements.

Economic Competitiveness:

A top priority for city officials has been to deploy a **high-speed fiber optic network** throughout downtown to connect medical centers, schools, manufacturers, city government, industry, industrial parks, and homes. The city has invested \$1.5 million since 2018 in *SanfordNet* fiber.⁶ With future redevelopment front of mind, it also serves the Mill District. The 45-mile municipally-owned network is estimated to have a financial impact ranging from \$47 to \$191 million in business productivity over a decade. The digital foundation has been laid and is a critical link in Sanford's ability to attract good paying jobs in high-tech industries. Alongside Project improvements, Sanford will be able to market itself just as the EPA tool outlines.

A 17-mile **natural gas line extension** was recently completed downtown, serving 2,100 homes

⁶ <https://bangordailynews.com/2018/08/18/news/sanford-building-maines-largest-fastest-municipal-internet-system/>

and businesses as well as the Mill District. An innovative program injects the installation cost into a customer's monthly bill, adding about 10 cents per cubic foot of gas. While not related to the Project, it helps Sanford diversify energy sources.

The city has a 600-acre **industrial park** near the airport south of town housing a concrete precast company and a furniture warehouse. The industrial park houses Maine-based corrugated packaging manufacturer Volk Packaging, personal-care product maker Tom's of Maine (a Colgate-Palmolive company), acrylic sheet maker Roehm America, Hussey Seating, manufacturer of arena and stadium seating, and Flemish Master Weavers, a rug manufacturer occupying over 300,000 square feet of space. It's an area ripe for attracting additional employers that the Project indirectly plans to appeal to.

Quality of Life:

The city created an **Eastside Neighborhood Plan** to guide revitalization to this Sanford neighborhood. Many buildings had degraded with negative effects on the community, but this plan helps homeowners clean up and landowners, developers, and small businesses see the potential for redevelopment. Sanford has an aggressive **Land Bank Authority Program** to address both the availability and quality of housing in the community with the goal of making Sanford a better place to live and work. Under this program, the city hired additional code enforcement officers to review properties, conduct inspections, enforce regulations, and remove neglected or dangerous buildings. Most importantly, this program encourages private enterprise by assisting with restoring residential properties to viable real-estate.

Of all the extensive neighborhood improvement programs Sanford has championed, perhaps none is more important to the town's ambitions than the **Brownfields Program**. For nearly two decades, Sanford has worked to secure Federal brownfields funding to clean up dozens of environmentally toxic sites, including cleaning and **redeveloping former mill properties**.⁷ The first completed cleanup and renovation was at the Sanford Mill in 2013. The former brownfield site was renovated into commercial and residential space in 2013 at a cost of \$11.5 million. It consists of 36 rental units: eight for households at or below 50 percent area median income; 17 to households at or below 120 percent of the area median income, and 11 market units with no income restrictions.⁸ This 1915 building's value grew from \$136,000 to \$3.2 million with a tax assessment value of \$2.1 million. It received national recognition at the 2015 National Brownfields Conference. This project started the Mill District revitalization momentum. In 2019, Sanford was awarded an \$800,000 EPA grant which pleased Maine Senators Susan Collins and Angus King. "In addition to cleaning up hazardous substances and improving our environment, this investment will help communities create new economic development opportunities to attract businesses that create good jobs for Mainers, particularly in rural areas."⁹

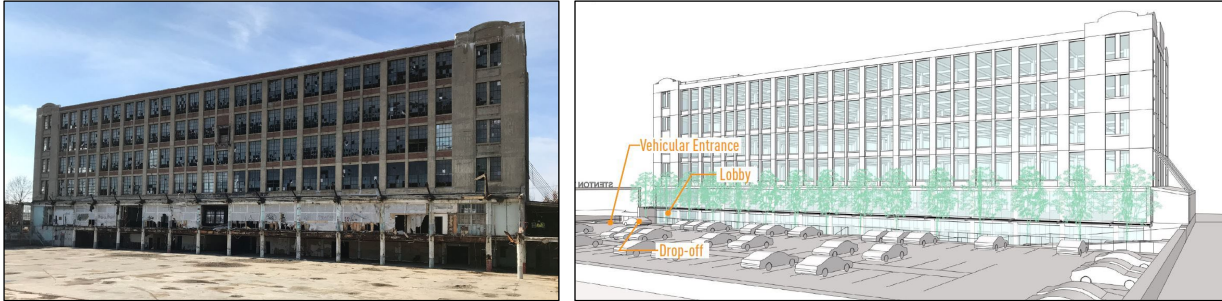
Stenton Mill is located in the center of the RAISE Project and private developers plan a new four-story mixed-use space with financing expected later in 2022. Construction on the \$30 million project is expected to begin in late 2023 or early 2024. This property is a brownfield site. A fire in 2017 destroyed a twin building to the one pictured on the following page which, when

⁷ https://www.sanfordmaine.org/index.asp?SEC=A87ACEE9-26B6-4008-9D7A-0FD2BBF22450&Type=B_BASIC

⁸ <https://www.northlandus.com/sanford-mill-renovation>

⁹ <https://www.pressherald.com/2019/06/06/sanfords-800000-epa-grant-to-fund-mill-district-other-projects/>

completed, is estimated to have a \$9 million value. Design includes 97 units of mixed-income housing which will help address the significant affordable housing shortage downtown and throughout southern Maine. Project improvements designed at the intersection of Cottage Street (Route 202) and River Street will provide a dedicated left-turn lane to access Stenton. The city, under MaineDOT's Municipal Partnership Initiative (MPI), will reconstruct River Street along the west side of the property in 2023.



This work not only significantly increases the value and tax assessment of the building, but also that of nearby properties, while helping offset demand for workforce housing. A few other mill buildings are occupied, but the time has come to breathe new life into the vacant ones.

All York County public housing is located in Sanford. Administrators are looking to create a blend of housing in Sanford – public, family, and multi-family. While the terminology may be different – affordable housing, workforce housing, market-rate housing – the mission of Sanford remains the same: to ensure that nobody is left out of the opportunity for housing. The aforementioned redevelopment will bring new life and opportunity to the area – including new jobs within a *walkable* community, residents closer to commerce, a bustling pedestrian atmosphere, expansion of the tax base, increased property values, and the city's vision for land use and sustainability. But to do that, downtown must first ensure that the most utilized streets and sidewalks are safe and pedestrian-friendly as the Project delivers.

Environmental Sustainability:

In 2018, the city partnered with a subsidiary of NextEra Energy Resources to construct a \$69 million, **50-megawatt solar farm** southeast of town on 390 acres adjacent to the airport with the ability to power 20,000 households. It is completed and ranks as the second-largest solar power generating facility in the state¹⁰ – it's one of two in town, with 10 more in planning stages. The city has also been in discussion with a New England-based battery farm storage company about installing a large-scale power storage facility. While not related to the Project, it helps Sanford diversify its energy sources and prepare for a future void of fossil fuels.

Project Benefits will Transform Sanford

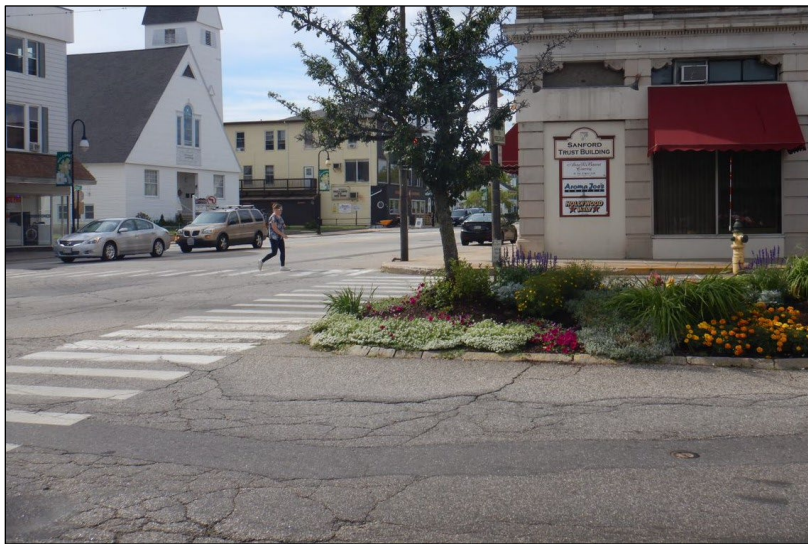
Leveraging the broad and significant prior investments Sanford and MaineDOT have made, the Project transforms downtown by creating a safer and more modern city center able to better attract economic growth. Sanford's vision to revitalize downtown and the Mill Yard area and turn plans into action – from the initial PPI to today – illustrates city leadership's long-standing

¹⁰ http://www.sanfordmaine.org/vertical/sites/%7B9A3D3C8D-76EE-4CC5-B86E-C19FDBF5E473%7D/uploads/Sanford_Solar_Fact_Sheet_Web.pdf

commitment to fostering new economic development, coordinating efforts, embracing technological innovations, and improving the tax base. City leaders realized more than a decade ago that a lack of safe and connected streets combined with a lack of housing that is equitable and affordable would prevent them from selling downtown as a viable place to locate a business. Absent grant funding, the improvements Sanford has made already, however impressive, will not be adequate to foster the level of economic development required to sustain a vibrant tax base or attract the private investment necessary to succeed.

Project Description Details

Maine’s economy has shifted to tourism and technology. As this shift has progressed, the population has returned to some Maine cities and towns, but needed infrastructure dollars have not kept pace. This application requests Federal funding needed to complete a project that



Sanford’s asphalt streets are a mosaic of deterioration consisting of cracks, potholes, and damage from harsh Maine winters. Freezing and thawing water seeps into the cracks and creates additional damage.

ensures Sanford remains safe, connected, and prosperous. *Nextcity.org* examined Bozeman, Montana, a city of 47,000, outlining the importance of many of the same elements. “Maintaining downtown Bozeman as the city center relies on...connecting downtown to other districts by increasing employment opportunities. Keeping downtown walkable and accessible requires maintaining clean and safe alleys and sidewalks and expanding access to transportation options including buses, biking, and

parking.”¹¹ This Project calls for ‘catching up’ on identical items, specifically constructing and/or replacing streets, curbs, sidewalks, crosswalks (including implementing ADA-compliant upgrades), roadway features that calm traffic, modern underground utility ducts, energy efficient streetlights, adequate parking spaces equipped for the electric vehicle revolution, drainage areas utilizing modern stormwater filtration, a multi-use trail connecting two disjointed sections of trails in the region, and a *Park & Ride* facility serving employees of the Portsmouth Naval Shipyard and other regional employers. The Project will *solve* many of the above safety and connectivity problems that have plagued the city for decades and *transform* it into one that residents will be able to move around in with ease, knowing they can make transportation mobility choices that are good for their health and good for the environment. This, in turn, will create a strong city able to *capture additional employment opportunities and prosper*, something they struggle to do now due to all of the infrastructure problems plaguing the city downtown. There are eight distinct and complementary items within this Project, encompassing four components.

¹¹ <https://nextcity.org/urbanist-news/bringing-the-crowd-back-to-main-street>

DOWNTOWN SANFORD VILLAGE PARTNERSHIP INITIATIVE

1	<p>> Cottage Street (Route 202) from River Street east to the power line right-of-way</p>	<ul style="list-style-type: none"> • Full-depth reconstruction of roadway – including roadway base and surface and curbs – through a narrow corridor creating a ‘gateway to downtown’ • Historical considerations of cottage homes lining the street - drainage reconstruction away from backyard systems that run under homes • Reconfigure Cottage Street/Winter Street (Route 202)/River Street intersection; facilitate better access to Sanford’s Mill District; build 10-foot-wide active transportation pathway (the Mousam Promenade); connect Mousam Promenade with network of trails south of town
.73 miles		
2	<p>> William Oscar Emery Drive from River Street south to Maple Street</p> <p>> Riverside Ave. south from Maple St. to Washington St.</p>	<ul style="list-style-type: none"> • Full-depth reconstruction and replacement of small, narrow, disjointed sidewalk with a 10-foot-wide active transportation pathway along western shore of Number One Pond-vital link will connect Sanford Trails northern portion with trail connection through downtown to Sanford Trails southern portion. The western shore of Number One Pond hosts the city’s annual water ski shows, Fourth of July celebration, and a 5k run • Partial-depth reconstruction of roadway including road base and surface and curbs • Traffic calming features emphasizing pedestrian and bicycle travel • Installation of traffic safety devices • Add Rectangular Rapid Flashing Beacon at the crossing of the Sanford Trails at Winter Street (Route 202) and Riverside Avenue (this is just outside Project zone) • Drainage upgrades to convey water through shallow culverts
.9 miles	<p>> Includes the Mousam Promenade/Sanford Trails multi-use pathway</p>	
3	<p>> Main Street (Route 109) from Lebanon Street (Route 202) south to Emery Street - .5 miles</p> <p>> Washington Street from Main Street (Route 109) northeast to River Street - .2 miles</p> <p>> School Street from Washington Street southeast to Elm Street - .2 miles</p>	<ul style="list-style-type: none"> • Full-depth reconstruction of roadway including road base and surface and curbs • Reconstruction of sidewalks to make wider • Utility improvements, includes utility duct bank for SanfordNET (with future connectivity for ‘smart’ streetlights and new traffic signals installed via the 2018 BUILD Grant) • Parking modernizations to comply with Manual on Uniform Traffic Control Devices (MUTCD) • ADA compliance upgrades to sidewalks, crosswalks, pathways • Drainage innovations utilizing stormwater filtration conveyances
.9 miles		
4	<p>> Construct a Park & Ride facility at 10 Emerson Street between Main Street and Shawmut Avenue</p>	<ul style="list-style-type: none"> • Build bus stop and 80-spot parking lot meeting community needs as outlined in Portsmouth Naval Shipyard Joint Use Land Study. Sanford is the largest residential community providing workers to the shipyard • Preliminary design underway; MaineDOT and Sanford have State-Municipal Construction Funding Agreement for this; Sanford responsible for all design costs • Utilize cooperative agreement with Cumberland Farms convenience store, who previously conveyed an access easement to the city for future use (to access the parking) • Plan two parking spaces to be eventually equipped with electric vehicle (EV) charging stations • Generate assistance from York County Community Action Corporation, operator of local/regional federally-assisted transit shuttles; they will contribute a bus shelter here

A detailed Project Map can be found in Appendix B. The improvements address *all eight aspects* of USDOT’s merit criteria and how and why they do will be outlined in detail in the Merit Criteria section.

Quantitative Facts¹²

- The \$34,431,880 (total Project cost) offers an estimate greater than \$134 million in total benefits over the 30-year analysis period for this region.
- The Project has a benefit-cost ratio of at least 2.02:1 based on an NPV at a 7% discount rate over 30 years.
- Savings come from safety improvements (reducing accidents and injuries), improvements to mobility (less reliance on a vehicle and more opportunity to use active transportation), and increases in property values (the rising tide of a renovation to even one large building downtown lifts all property values), avoided future street and sidewalk maintenance, as well as the residual value from various Project aspects, with lives ranging from 20 to 100 years.

¹² See Appendix A, Benefit-Cost Analysis

- Total amount of RAISE 2022 funds requested: \$25,000,000, 72.6 percent of total Project cost.
- Matching funds are \$9,431,880, 27.4 percent of the total Project cost. This includes 10.5 percent state funding committed by MaineDOT and 10.4 percent local funds committed by Sanford.¹³
- Previously incurred expenses are \$823,000 covering initial Project engineering and right-of-way acquisition as of September 15, 2022.

II. Project Location

- The Project is in York County, Maine.
- GPS coordinates: -70.77034, 43.43887.
- This is Maine’s 1st Congressional District, represented by Chellie Pingree (D-ME). The state is represented by U.S. Senators Susan Collins and Angus King.¹⁴
- The Project is not in an *Area of Persistent Poverty*.¹⁵
- The Project is not located in a *Historically Disadvantaged Community*.
- As of 2010, Sanford, Maine is located in a *Census-Designated Urbanized Area*; urbanized area census code (UACE): 78850.¹⁶
- It is not located in an *Opportunity Zone*¹⁷ or *Empowerment Zone*. *Promise Zone* and *Choice Neighborhoods* mapping shows half of the Project in a 20-30% poverty tract 302.02 and half in a 10-20% poverty tract.

Category	Sanford	York County	Maine	United States
Median value of owner-occupied housing units, 2015-2019	\$183,800	\$252,300	\$190,400	\$217,500
Median household income (in 2019 dollars), 2015-2019	\$52,513	\$67,830	\$57,918	\$62,843
Per capita income in past 12 months (in 2019 dollars), 2015-2019	\$27,745	\$36,093	\$32,637	\$34,103
Persons in poverty, percent	13.90%	8.10%	10.60%	11.40%

The population of Sanford, like much of Maine, is aging. Those over age 65 are nearly double that of every other age group category. Project improvements to sidewalks and crosswalks will help older residents remain safe. Sanford is working hard to attract union jobs – and younger people. According to the Maine Office of Business Development, there are 8,462 employed individuals in Sanford/Springvale, 35 percent blue collar; 64 percent white collar.¹⁸ The majority, 77 percent, of businesses have fewer than 10 employees. Median annual salary is \$39,510; the mean annual salary is \$48,720. The median household income is \$55,501; 63 percent own their home while 37 percent rent. Each of these is lower than the county, state and U.S. average.

Twenty-five miles south of Sanford on the coastline in Kittery is the U.S. Navy’s oldest continuously operating shipyard, Portsmouth Naval Shipyard (PNSY), on the very south end of

¹³ See *Appendix F*, Match Letter

¹⁴ See *Appendix E*, Letters of Support

¹⁵ <https://sfp.fas.org/crs/misc/R45100.pdf>

¹⁶ <https://www.census.gov/programs-surveys/geography/guidance/geo-areas/urban-rural/2010-urban-rural.html>

¹⁷ <https://opportunityzones.hud.gov/resources/map>

¹⁸ <https://www.selectmainesites.com/maine/community/Sanford-Springvale-ME-/2365725>

Maine’s western border with New Hampshire. The facility employed 4,616 civilian employees as of 2020. Sanford’s PNSY civilian payroll was \$38.8 million in 2020, the highest payroll of the top 10 communities with PNSY workers. The civilian workforce overhauls, repairs, and modernizes the U.S. Navy's nuclear-powered submarine fleet. As of 2020, there were 524 Sanford/Springvale residents working at the facility.¹⁹ The Project’s *Park & Ride* facility will serve these workers and others. The shipyard and surrounding area suffer from limited parking and the *Park & Ride* has been a request by shipyard officials.

Sanford has one of the highest populations of towns in York County, is a Service Center, yet it suffers from some of the lowest property values.²⁰ While only 12 miles inland, that distance dramatically reduces the ability of Sanford to enjoy the coastal advantage other towns experience, mainly the ability to strengthen their economy through tourism. The shifting property values between urban coastline and rural interior puts Sanford residents at a distinct disadvantage. Sanford supports lower-income populations who can’t afford to live in the coastal communities but still want to call the region home.

Town	Population	Taxable Building Valuation	Building Value per Person	Coastal Tourism
Kennebunkport	3,651	\$946,871,700	\$259,346	Yes
York	13,290	\$2,372,637,400	\$178,528	Yes
Kennebunk	11,625	\$1,855,008,300	\$159,571	Yes
Wells	10,675	\$1,636,621,190	\$153,313	Yes
Old Orchard Beach	9,015	\$1,106,637,190	\$122,755	Yes
Kittery	9,819	\$1,098,460,600	\$111,871	Yes
Saco	19,964	\$1,389,817,828	\$69,616	Yes
Biddeford	21,504	\$1,293,456,100	\$60,150	Yes
Buxton	8,327	\$482,529,103	\$57,948	No
Sanford	21,223	\$1,088,869,480	\$51,306	No

Maine has the highest portion of residents living in rural areas, 61.3% according to Census Bureau data compiled by the website *stacker*.²¹ The state’s rural nature is understandable given that 89% of land in Maine is forestland.²² Maine’s population remains stagnant. As it does, the opportunity to grow gas tax receipts has become challenging.

Congress passed the Infrastructure Investment and Jobs Act (IIJA) last year. An IIJA fact sheet notes infrastructure in Maine has suffered from a systemic lack of investment. “The American Society of Civil Engineers gave Maine a C- grade on its infrastructure report card. In Maine there are 315 bridges and over 1,438 miles of highway in poor condition.” But under IIJA formula funding, Maine is to receive \$1.3 billion for federal-aid highway apportioned programs and \$225 million for bridge replacement and repairs over five years.²³

MaineDOT Commissioner Bruce Van Note sees *cautious* optimism ahead. “At least three developments indicate that we soon may be able to transition from “MacGyver” mode – which is MaineDOT’s general approach, born of fiscal necessity, of doing the best we can with what we have – toward a more proactive approach.”

¹⁹ [https://smpdc.org/vertical/Sites/%7B14E8B741-214C-42E2-BE74-5AA9EE0A3EFD%7D/uploads/PNSY_2018-Sanford_-_Copy\(1\).pdf](https://smpdc.org/vertical/Sites/%7B14E8B741-214C-42E2-BE74-5AA9EE0A3EFD%7D/uploads/PNSY_2018-Sanford_-_Copy(1).pdf)

²⁰ <https://www.maine.gov/revenue/sites/maine.gov.revenue/files/inline-files/2020mvrstats.pdf>

²¹ <https://stacker.com/stories/2779/states-biggest-rural-populations>

²² <http://maineforest.org/wp-content/uploads/2016/09/Maines-Forest-Economy-10-12-2016.pdf>, page 2 of pdf

²³ https://www.whitehouse.gov/wp-content/uploads/2021/08/MAINE_Infrastructure-Investment-and-Jobs-Act-State-Fact-Sheet.pdf

First, the IIJA provides formula funding, “...that MaineDOT can rely on to build the basic elements of its Work Plan. The increase in formula funding – although significant (28%) – will be largely offset by construction cost inflation fueled by tight labor and material markets.”

Second, in 2021 Maine’s Legislature approved two General Fund initiatives providing nearly \$106 million to MaineDOT. This unprecedented level of General Fund support saved MaineDOT’s capital transportation program. It offset a state Highway Fund revenue hole from pandemic-related fuel tax revenue decreases and high construction cost inflation. Additionally, in November more than 70% of voters approved a \$100-million transportation bond providing much-needed state funds to match federal funds for capital programs.

Third, outreach and partnership efforts continue to grow, such as the new Village Partnership Initiative, which is the brainchild of this RAISE application. “The Village Partnership will focus on lower-speed areas where people meet, walk, shop, and do business. The projects can vary from small, spot improvements to larger, once-in-a-lifetime, placemaking investments if we successfully partner to access federal discretionary funds.”²⁴ MaineDOT continues to realize the importance of identifying, planning, and funding projects that have the greatest positive impact on Mainers and climate change.

III. Grant Funds, Sources and Uses of all Project Funding

a) Costs

COSTS	MaineDOT	Sanford	RAISE	Other Fed	Totals
Previously Incurred Preliminary Engineering (PE)	\$ 242,900	\$ 228,100	\$ -	\$ 352,000	\$ 823,000
Previously Incurred Right-of-Way (ROW)					
Preliminary Engineering (PE)	\$ 155,000	\$ 155,000	\$ -	\$1,240,000	\$ 1,550,000
Right-of-Way (ROW)					
Construction (CON)	\$3,205,888	\$3,205,888	\$25,000,000	\$ 647,104	\$32,058,880
Construction Engineering (CE)					
TOTALS	\$3,603,788	\$3,588,988	\$25,000,000	\$2,239,104	\$34,431,880
Percentage of Project Totals	10.5%	10.4%	72.6%	6.5%	100%

Both the MaineDOT cost portion and the Sanford cost portion of the Project is \$4,304,440. Both parties are committed to providing those funds and to Project completion. Any costs beyond grant/match funding will be 80 percent FHWA core funding, 10 percent state and 10 percent Sanford funding.

b) Source and Amount of Funds

Non-Federal funding for the Project comes from MaineDOT and the City of Sanford. MaineDOT is a cabinet-level state agency with primary responsibility for statewide transportation by all modes of travel. MaineDOT employs approximately 1,700 people and expends or disburses more than \$675 million per year, including federal, state, and local funds. The funding source for the Project will be State General Obligation Bonds. In Maine that came from state bonds approved

²⁴ https://www.maine.gov/mdot/projects/workplan/docs/2022/WORK%20PLAN%20FINAL.1_21_2022.pdf, page 2

by the legislature and taxpayers in 2022. This Project has been prioritized by MaineDOT.

- c) Documentation of funding commitment for non-federal funds

Both parties have signed a single funding commitment letter found in Appendix F.

- d) Project Budget

MaineDOT is experienced with projects of this magnitude and larger, and plans to complete construction by October 18, 2030. A detailed Project Budget is available in Appendix C.

IV. Merit Criteria

The rural states of northern New England have not been home to the same number of minorities as other parts of the Northeast and the nation have. As a result, Maine and neighboring New Hampshire and Vermont all have very low minority populations—each with fewer than 2% of their population Black, fewer than 5% Hispanic, and fewer than 1% Native American.²⁵ During the Civil War era, plantation farming was not part of Maine’s economy the way it was in the mid-Atlantic and South. Maine’s economy was built on forestry, shipbuilding, and textiles—industries that traditionally did not attract or employ Blacks in the north in great numbers.²⁶ In more recent times, the lack of a solid manufacturing base and the slow and steady decline in the once vibrant lumber, paper, and textile industries further contributed to the absence of a racially diverse population and the prevalence of a rural one. As the population declined, these states underinvested in infrastructure. With that history in mind, Sanford and MaineDOT recognize, as USDOT does, that now is the time to reverse the trend. It is Sanford’s intention that infrastructure investment not only connect communities to careers, education, family, goods, services, healthcare, and the arts and entertainment, but also attract a more racially and ethnically diverse population and the value that brings.

a) Safety

Numerous safety benefits result from the various components of the Project, ensuring residents have safer pathways on which to exercise care. They including:

- Vehicles traveling at safer speeds, efficient traffic flow, less crowding of vehicles, traffic signals safer and timed better, reduced vehicle crashes, reduced injuries and preventive of fatalities, reduced insurance claims, and reduced potential insurance rate increases.
- Provides all transportation modes safe separation from one another, improves road visibility at night and during bad weather, crosswalks more visible to better protect pedestrians, crosswalks more visible for pedestrians to recognize their location and use them more frequently, crosswalks in better locations to reduce jaywalking.
- Sidewalks with fewer potholes and cracks to get caught in, reduced damage to bicycles, skateboards, and strollers, children can walk and bike to school safer, sidewalks wider to accommodate pedestrians and active transportation modes simultaneously, safer streets via streetlights, potential for crime reduced, better visibility for pedestrians, bicyclists, and

²⁵ <https://www.census.gov/quickfacts/fact/table/NH.VT.ME.US/PST045219>

²⁶ <https://www.mainepublic.org/maine/2019-02-19/why-is-maine-so-white-and-what-it-means-to-ask-the-question>

vehicles under streetlights.

- Additional streetlights will be added along Main Street as part of the Project, using smart LED technology purchased from Affinity LED²⁷, a New Hampshire-based manufacturing company. Sanford and MaineDOT are committed to complying with *Buy American Act* requirements for all aspects of this Project. The smart technology allows officials to monitor the lights, know when there's a problem, and brighten or dim lights when needed all via an app, also 41 utility poles and 9 fire hydrants that will be relocated to safer locations.

The majority of the active transportation-related benefits align with residents' concerns; in an April 2020 Sanford public meeting regarding these improvements, 30 percent of attendees cited pedestrian safety/walkability as the number one issue downtown, outranking traffic and parking concerns.

b) Environmental Sustainability

Many Project benefits help Sanford solidify their commitment to environmental stewardship, including:

- A *Park & Ride* that creates tremendous modal shift in passenger movements, decreases the number of 60-mile daily vehicle roundtrips saving more than 2.5 million annual vehicle miles traveled, reduces traffic in a 30-mile path from Sanford to the Maine coast, introduces residents to, and encourages use of, public transportation especially given current fluctuations in fuel prices, reduces potential for crashes and injuries and associated emissions.
- Improved signage makes green transportation options easier to recognize.
- Stormwater drains will collect water rapidly and efficiently, reducing puddles and ponding of water in streets and on sidewalks that can cause active transportation-related crashes and injuries, not to mention inconvenience.
- Filters will remove stormwater pollutants prior to them reaching rivers and streams.
- Restoration of brownfield sites will continue; it's the imperative primary step allowing the city to transform large, abandoned Mill District buildings into useful structures for residential and commercial use. Remediation of contaminated sites greatly improves the environmental impact to nearby residents and is the key first component of Mill District investment. Sanford plans to transition about 224,000 square feet of currently vacant Mill District floor space into commercial or residential space in the next five years. Additionally, 96,000 square feet of space is currently underutilized. The plan is for that space to become mixed-use commercial and residential space in the next five years.

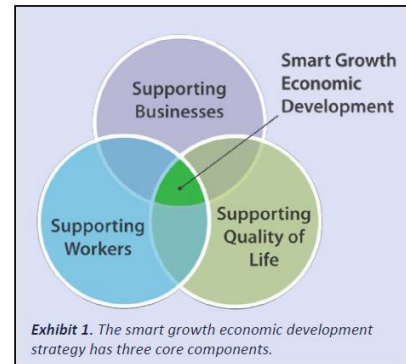


Once used to power the mills, the Mousam River runs through the Mill Yard district.

²⁷ <https://affinityled.com/>

c) Quality of Life

The overarching mission of this Project is to dramatically improve the quality of the lives of those in Sanford. The EPA tool identifies three core components of a smart growth economic development strategy: supporting businesses, supporting workers, and supporting quality of life.²⁸ The lives of residents and visitors will begin to improve as Project elements gain traction – visible improvements that will lead to financial improvements. As a former textile mill community that, like many others, fell on hard times, it is important that what little generational wealth residents have be sustained and aid in reducing cost burdens. Project benefits:

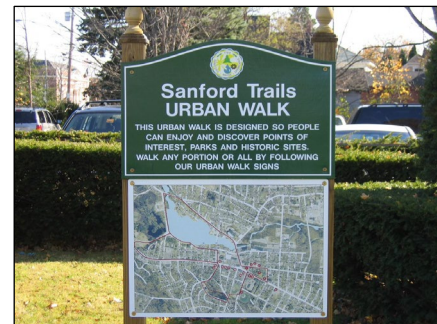


- Improves public transportation and active transportation choices, such as walking and biking, while simultaneously reducing opportunity barriers such as the need to own a vehicle.
- Encourages mobility and makes it easier for residents to connect to downtown shopping and restaurants. Residents living further away from the core of downtown will be able to connect to shops and restaurants and their neighbors with ease.
- The trail system will have the benefit of become a regional recreation destination once it is connected properly via Mousam Promenade improvements along the pond, northern and southern portions of the trails and a standard 10-foot-wide section will provide a scenic location to be active outside and connect with nature, health benefits will accrue. The linear park is already the most admired of the city’s dozen parks, obtaining the highest satisfaction rating in a 2017 Parks & Recreation Facilities Master Plan Survey. Park & Ride benefits in this category include reduced time residents are behind the wheel, more time to spend with others, reduced emissions and better air quality, and the ability to walk to catch public transportation for more than 500 workers at a Federal naval facility.

d) Improves Mobility and Community Connectivity

The Project creates a community that is more connected, a significant help during winter months when weather is challenging. Benefits include:

- Students connect to their education better via improved mobility options for students walking and biking to school and residents walking to work.
- Largely recreational trail network transforms into a *connected* multi-purpose transportation system convenient for *numerous* active transportation uses and outdoor enthusiasts. Connectivity transforms it into a long linear park people can use as a means for good health, a tourist destination, a pathway for active transportation choices, and a catalyst for land conservation. (In 2023, a promenade will be constructed around the eastern side of Number One Pond under separate funding.)



The Sanford Trails network runs mostly through rural forests and grasslands, but Sanford is the busy, popular, and urban ‘wide spot’ of the system.

²⁸ https://www.epa.gov/sites/default/files/2016-01/documents/small_town_econ_dev_tool_010516.pdf, page 3

- *Park & Ride* will foster a sense of community and shared travel, workers spend time communicating rather than in their personal vehicle alone.
- Enhanced mobility options created, making downtown much more convenient for, and welcoming to, pedestrians, the disabled, non-motorized travelers, and those within walking distance of their employment. Project elements encourage navigation and connecting via active transportation when the final connective link in a trail system serving everything from schools to shops to nature areas is installed.

e) Economic Competitiveness and Opportunity

\$4,039
Single-family home sale premium for proximity to bikeway

Sanford recognizes the value of repurposing large abandoned factory buildings downtown to utilize the additional life remaining in them. “What distinguishes smart growth economic development from conventional economic development is the emphasis on building on...existing community assets, rather than pursuing jobs or tax base growth without particular regard for location or synergies among existing assets,” outlines the EPA tool.²⁹ One existing Sanford asset facing improvement

from this Project is the Sanford Trails system. Studies show proximity to an active pathway can escalate home values sizably. For single family home sales, being a quarter mile closer to an advanced bikeway translated to a \$4,039 premium.³⁰ Separately, “By offering residents opportunities to learn skills for a wide range of jobs, workforce development efforts might also reduce the need for residents to commute long distances to find appropriate employment, thereby improving quality of life and reducing pollution from vehicles.”³¹ Benefits include:

- An increase in tax revenue from Mill District buildings and the opportunity to turn large, abandoned, unsafe eyesore buildings of yesteryear into modern architecture that nods to the past but also creates economic opportunities for the future. This increases property values downtown that will create wealth for residents.
- Connectivity with high-speed fiber throughout the city so people can pay bills, make purchases, connect with family and friends, and have web-connectivity they need for employment and commerce. Constructed conduit buries the city’s million-dollar fiber investment in a safe, visually-appealing location for it underground and inside a protected conduit.
- While not directly connected to the Project, the city’s Career Center readies individuals for a variety of careers – including good paying union careers – in more than 20 professions at

Project	Type	# of Units	Original Tax Value	Current Tax Value	Future Est. Investment
St Ignatius	55+ Affordable Housing	66	\$0	\$4,709,210	
Sanford Mill	Mixed-Income Apartments	43	\$0	\$2,118,900	\$1,000,000
Lil Blue Penguin	Market-Rate Housing	9	\$300,000	\$617,100	
TPD Construction	Market-Rate Housing	36	\$338,140	\$416,900	\$3,600,000
Central Park Res.	Market-Rate Housing	30	\$171,111	\$282,900	\$6,400,000
Stenton Trust	Affordable Housing	97	\$200,000	\$200,000	\$30,000,000

Sanford is actively working to increase its tax base through investments in housing that is affordable.

²⁹ https://www.epa.gov/sites/default/files/2016-01/documents/small_town_econ_dev_tool_010516.pdf, page 3

³⁰ <https://trec.pdx.edu/news/better-bikeways-associated-higher-home-values>

³¹ https://www.epa.gov/sites/default/files/2016-01/documents/small_town_econ_dev_tool_010516.pdf, page 3

a time when employees are in very high demand. Sanford successfully partnered with the Maine Department of Education in 2018 to build the state-of-the-art \$110 million Sanford High School and Regional Technical Center, providing workforce education for a variety of careers in high demand today – everything from business and early childhood education to engineering and welding.³²

The biggest benefit is the ability to attract family-wage jobs to downtown and increase good, stable employment opportunities for residents. This is critically important for Sanford because the city is geographically located between the coastline and the mountains, an area void of tourism opportunities that other parts of the state benefit from tremendously.

f) State of Good Repair

It is important to note thoughtful consideration has been given to selecting Project elements on the busiest city streets and intersections as well as those in need of the most safety improvements. Detailed assessments and studies, as well as the adoption of standard operating procedures and manuals, have determined locations generating the widest impact. City leaders have received input – and also come to realize via their own hard work – that maintaining the infrastructure you have is more critical than building new. That’s why the city amended its charter in 2014 requiring four percent of city dollars to fund roads. In 2016, consultants gave city roads a grade, but also created a formula to help discover the right amount to budget annually. City road funding is now increasing annually until it reaches \$4 million by 2025. This is the funding source for Sanford’s portion of the grant match commitment. Benefits include:

- Streets with the most issues receive the most attention.
- Streets with cracked, potholes, dangerous surfaces are made new and smooth and safe again for drivers, what little traffic calming features are currently employed are redesigned, repaired or replaced, crosswalks are repaired or replaced while also incorporating designs to be as visible as possible.
- Roads are sloped to drain water properly, many non-existent curbs are constructed, about 5 miles worth, that create better roadway definition and collect rainwater better, funneling it into sewers and drains that themselves are new, modern and able to collect water more rapidly and process a much higher amount of water in a shorter period of time.
- Outdated utility poles and fire hydrants will either be repaired or replaced and moved from the roadway edge to a safer location.
- New, modern, wider sidewalks are created to easily accommodate multiple modes of active transportation. A small, old, cracked, chipped and pothole-laden sidewalk is removed and replaced with a multi-use pathway cutting through the heart of the city. A safe, and secure location for a fiber network vital to modernizing the city is created, reducing the risk of damage to the fiber network.
- While not a repair, the addition of a *Park & Ride* facility with bus service for commuters to the largest regional employer will be available, efficient, and in good working order for decades to come.

g) Partnership and Collaboration

City leaders are not sitting idle in the race to attract commercial and residential investors to finance revitalization. They continue to seek numerous partnerships, public and private, to fund

³² <https://www.sanford.org/o/sanford-regional-technical-center>

improvements like the numerous achievements outlined previously. While not directly associated with the Project, the city partnered with Northland Enterprises in 2013 to develop the \$11.5 million mixed-use Sanford Mill property. Sanford Sewerage District (SSD) is working alongside WinnCompanies of Boston on the \$30 million Stenton Mill project. Sanford, via collaboration, will receive four traffic signals in the Project area as part of the MaineDOT's 2018 BUILD Grant award. For this RAISE Project, MaineDOT and Sanford will host numerous public meetings, with as many as possible shown on community TV. Matt Hill, P.E., Director of Public Works for the City of Sanford at 207-324-9135 or mehill@sanfordmaine.org is the contact person for residents to reach with any Project questions or concerns. No full property acquisitions are required to complete the Project. There are a few areas where project managers are updating designs to current standards that will result in approximately 3,000 square feet of needed property acquisition. Benefits include:

- Greater recognition for Sanford the more they collaborate with various entities; they benefit by being viewed as a valued partner. These collaborations then have the extended benefits of attracting more opportunity to the city, and the cycle repeats and benefits multiply. The Sanford Mill proved a great outcome for future collaborations. It was the initial collaboration that showed the success of a city partnership with a private design-build entity.
- Collaboration between MaineDOT and Sanford on planning and producing the Project itself will benefit the public because they will be notified of Project details via constant communication just as MaineDOT and Sanford have done via previous collaborations.
- Numerous organizations and stakeholders support this grant application – either because they stand to benefit from improvements or they are extremely supportive of Sanford, including Maine's Federal congressional delegation, Governor Mills, the Maine Better Transportation Association (MBTA), Maine DHHS, private developers, Maine State Chamber of Commerce, Bicycle Coalition of Maine, regional businesses, York County Community Action (Shuttle Bus), Cycle Sanford, and Friends of Downtown.

h) Innovation

From utilizing the latest environmentally-efficient pavement technology to incorporating agreements that are mindful of the environment, MaineDOT is thoroughly experienced employing the latest technology and project delivery for incorporation into projects.

a. Innovative Technologies

Several Project improvements utilize innovation, *specifically*:

- Stormwater drainage design that will include either porous pavement technology, underground stormwater pretreatment bays, a gutter line closed system stormwater filtration design, or any combination thereof.
- Replacement of street lights with LED lighting and a system to accommodate wireless communications to be used to coordinate with the MaineDOT's Traffic Management Center.
- Three traffic signals, funded via the 2018 BUILD grant, will include Advanced Transportation Controller (ATC) traffic cabinets, updated vehicle detection, emergency vehicle preemption, dedicated short-range connected vehicle communications, and dedicated fibers to *SanfordNet* for signal communications to the MaineDOT Traffic

Management Center. One additional signal in the Project area will be funded via this application.

While not directly related to the Project, Sanford had the vision to *specifically* design and build *SanfordNET* knowing the high-speed fiber-optic network would be needed alongside a new conduit duct bank, which is part of this Project, to provide the connectivity required for ‘smart’ traffic signals.

b. Innovative Project Delivery

MaineDOT recognizes that sustainable habitats, ecosystems, and transportation infrastructure can occur in concert rather than in conflict. MaineDOT exercises reasonable stewardship over both natural resources and transportation infrastructure through its commitment to addressing aquatic organisms, wildlife habitat, and fish passage in cooperation with natural resource agencies, while weighing all aspects of a proposed project.

The parties involved in this grant application are also applying an innovative means with respect to NEPA and permitting for this Project through Programmatic Agreements that ensure timely and consistent reviews and accelerate project delivery. MaineDOT and various other state and federal departments have executed agreements to expeditiously but thoroughly review environmental impacts from projects. MaineDOT will take advantage of the following agreements, where applicable, to streamline the environmental review and approval process:

1. Programmatic Agreement between the Federal Highway Administration, Maine Division and the Maine Department of Transportation Regarding the Processing of Actions Classified as Categorical Exclusions for Federal-Aid Highway Projects
2. Programmatic Agreement among Federal Highway Administration, Federal Transit Administration, the Advisory Council on Historic Preservation, the Maine State Historic Preservation Officer, and Maine Department of Transportation Regarding Implementation of the Federal Aid Highway and Federal Transit Programs in Maine
3. Cooperative Agreement between U.S. Department of the Interior Fish and Wildlife Service (USFWS), FHWA and the MaineDOT for State Transportation Reviews by the USFWS in Maine
4. Maine Atlantic Salmon Programmatic Consultation finalized January 23, 2017
5. Programmatic Agreement for the State of Maine concerning identification of listed and proposed species and designation of non-federal representative under the Federal Endangered Species Act between FHWA, Maine Division USACE, & MaineDOT
6. Programmatic Agreement for the State of Maine concerning identification of listed and proposed species and designation of non-federal representative under the Federal Endangered Species Act between FHWA, Maine Division USACE, & MaineDOT
7. Memorandum of Agreement for Stormwater Management Between the MaineDOT, MTA and Maine Department of Environmental Protection

In addition to aligning with the Merit Criteria, it is important to note that Project benefits also align with many goals described in USDOT’s overarching *Strategic Framework*³³, including:

³³ <https://www.transportation.gov/dot-strategic-plan>

- **Safety:** *Make our transportation system safer for all people. Work toward a future where transportation-related serious injuries and fatalities are eliminated...*

The Project creates safer streets via design elements that calm traffic, encourage safer speeds yet permit increased throughput, and provide active transportation users with a wide pathway so they can travel separated from street vehicles. The Project improves or replaces 45 crosswalks that will be modern and ADA compliant, creates wider sidewalks in key areas, ensures the repair, upgrade, and standardization of numerous safety features that will reduce injuries and the possibility of fatalities. Safe travel is extremely important for residents living in a region that sees average annual snowfall reach more than 60 inches and where winter conditions can last for six months.³⁴
- **Economic Strength and Global Competitiveness:** *Grow an inclusive and sustainable economy. Invest in our transportation system to provide American workers and businesses reliable and efficient access to good-paying jobs, resources, and markets...*

Absent a strong and thriving local economy, a city struggles to connect to, and compete in, the broader state or national economy and can be entirely shut out of the global economy. But infrastructure improvements can change the dynamics as Rock Falls, Illinois, with a population of 9,000, discovered. “The city’s fiber to the home project...became the golden child [during the pandemic] because our schools could handle the virtual learning demands – and so could all the work-from-home employees...” / “...the city previously took involuntary possession of...an abandoned manufacturing plant...which made it eligible for federal EPA clean-up funding. Demolition of 30 structures and road construction...had a huge economic impact to the city, with 40 permanent jobs, \$150,000 in property taxes annually, \$120,000 annually in hotel/motel tax, and \$80,000 annually in electric, sewer & water fees. The city expects 120 additional permanent jobs and \$200,000 additional in utility fees.”³⁵ Sanford has also been focused on renovating brownfield sites and installing a high-speed fiber network which this narrative will detail. In the past five years, Sanford has added 185-200 area jobs, either through existing company expansions or new company relocations – manufacturing jobs that fill more than 520,000 square feet of warehouse space. But the majority are located in the industrial park south of town – not downtown.
- **Equity:** *Reduce inequities. Support and engage people and communities to promote safe, affordable, accessible, and multimodal access to opportunities and services while reducing transportation-related disparities, adverse community impacts, and health effects...*

Project elements reduce the reliance on an automobile which is positive for a town with a poverty rate of 13.9 percent. Improvements will better connect residents to current public transportation options while allowing public transportation room to expand. Project elements will also attract investment in affordable housing and expand the opportunity for people to live near work – a convenience few enjoy today. In Maine, each minority group is less than two percent of the population. Therefore, while the Project does not directly address racial equity, Maine is committed to and supportive of attracting a more diverse population.
- **Climate and Sustainability:** *Tackle the climate crisis by ensuring that transportation plays a central role in the solution. Substantially reduce greenhouse gas emissions and transportation-related pollution and build more resilient and sustainable transportation systems to benefit and protect communities...*

³⁴ <https://www.usclimatedata.com/climate/portland/maine/united-states/usme0328>

³⁵ <https://www.publicpower.org/periodical/article/small-town-revitalization-series-part-1-economic-development>

The Project creates a more sustainable community by reducing the requirement of a vehicle to travel around downtown to meet basic needs. Improved sidewalks and bike lanes offer active transportation options that are good for the environment and personal health. The Project includes construction of a *Park & Ride* facility, the city’s first, to further reduce vehicle miles in the community. Street design includes treating water runoff to ensure it is safe to introduce into the ecosystem as it flows towards the Mousam River. While not directly related to the Project, Sanford has shown its commitment to renewable energy by installing Maine’s second-largest solar farm, one of two in town. Nine additional solar farms are in the works. But perhaps the largest sustainability effort to result from improvements will be Sanford’s ability to continue to renovate the old mill buildings downtown, some of which are brownfield sites.

- **Transformation:** *Design for the future. Invest in purpose-driven research and innovation to meet the challenge of the present and modernize a transportation system of the future that serves everyone today and, in the decades, to come...*

In March 2022, the Federal Highway Administration (FHWA) released a report to Congress outlining its commitment to safety and accessibility via Complete Streets standards: those which “ensure the safe and adequate accommodation of all users of the transportation system, including pedestrians, bicyclists, public transportation users, children, older individuals, individuals with disabilities, motorists, and freight vehicles.”³⁶ MaineDOT has been and continues to thoughtfully design streets with these standards in mind while incorporating the latest technology, such as smart traffic lights, to modernize city street grids and improve traffic flow. This Project modernizes each transportation element – from pedestrian sidewalks and crosswalks to public transportation.

V. Project Readiness

a) Environmental Risk

During development of the RAISE Project, numerous risks were contemplated but each has a comprehensive mitigation strategy. As design is finalized, coordination between the design team and the environmental team will continue, ensuring Project goals and community needs are met while avoiding, minimizing, and mitigating potential environmental impacts.

i. Project Schedule

All components of the Project will be presented to contractors in one advertisement. An advertisement date of December 25, 2025 has been selected, in part, based on previous history of positive winter season advertisement

Item Description	Completion Date
INITIAL TEAM MEETING	6/3/2021
PRELIMINARY PUBLIC MEETING	12/15/2021
PRELIMINARY ALIGNMENT COMPLETE	12/25/2021
DRAFT PDR DISTRIBUTION	3/25/2022
PDR/ PRELIMINARY PLAN COMPLETE	9/1/2022
FORMAL PUBLIC CONTACT	10/31/2022
SECTION 7 SIGNOFF	5/11/2023
NEPA COMPLETE	5/11/2023
PLAN IMPACTS COMPLETE	11/1/2023
FINAL RIGHT OF WAY MAPPING	8/1/2024
RIGHT OF WAY APPRAISALS COMPLETE	6/1/2025
UTILITIES CERTIFIED	6/13/2025
ENVIRONMENTAL APPROVALS COMPLETE	6/13/2025
RIGHT OF WAY NEGOTIATIONS	9/1/2025
R/W CERTIFIED	11/19/2025
PS&E COMPLETE	12/4/2025
PROJECT ADVERTISING	12/25/2025
CONTRACT AWARD	1/24/2026
CONSTRUCTION BEGIN	2/24/2026
CONSTRUCTION/EFFORT COMPLETE	10/18/2030

³⁶ <https://highways.dot.gov/sites/fhwa.dot.gov/files/2022-03/Complete%20Streets%20Report%20to%20Congress.pdf>

outcomes. All grant funds will be obligated by October 18, 2030.

ii. Required Approvals

MaineDOT has initiated communication with environmental agencies and interested parties. Preliminary baseline data collection to identify natural and cultural resources potentially affected by the Project is nearly complete. This information will be refined during design and will be used to avoid and minimize impacts while meeting the purpose and need of the Project.

- i. **National Environmental Policy Act (NEPA):** The NEPA process will inform and be incorporated into design efforts. While the Project components have cumulative benefits being completed together, the elements of the Project have independent utility and will be classified separately as Categorical Exclusions in accordance with 23 CFR 771.117(c) (26) or (d) 13. MaineDOT is currently reviewing the Project and preparing NEPA documentation in accordance with *Programmatic Agreement between the Federal Highway Administration, Maine Division and the Maine Department of Transportation Regarding the Processing of Actions Classified as Categorical Exclusions for Federal-Aid Highway Projects*. Should any issues arise, MaineDOT will work directly with the respective agencies to quickly resolve them. Public involvement will be completed in accordance with MaineDOT Public Involvement Plan and the MaineDOT NEPA Public Involvement Plan. These plans can be found at this link: <https://www.maine.gov/mdot/env/NEPA/public/index.shtml>. The anticipated date for NEPA completion is May 11, 2023.
- ii. **Historic and Archeological:** MaineDOT and FHWA have initiated and will complete the Section 106 process for all Project elements in accordance with the *Programmatic Agreement among Federal Highway Administration, Federal Transit Administration, the Advisory Council on Historic Preservation, the Maine State Historic Preservation Officer, and Maine Department of Transportation Regarding Implementation of the Federal Aid Highway and Federal Transit Programs in Maine*. Identification of historic resources is underway. MaineDOT's Historic Coordinator has completed architectural survey of the Project area. There are two National Register eligible Historic Districts and several other historic properties within downtown Sanford, including Central Park. The design team will work to avoid and minimize impacts and resolve any adverse effects to these properties in consultation with the Historic Coordinator and the Maine Historic Preservation Commission as outlined in 36 CFR 800 and the MaineDOT Section 106 Programmatic Agreement.
- iii. **Section 4(f) of the Department of Transportation Act:** The MaineDOT Cultural Coordinator has reviewed the Project to identify potential Section 4(f) resources. The historic resources described above are Section 4(f) resources. The design team will work to avoid and minimize use of Section 4(f) properties.
- iv. **Endangered Species Act (ESA) and Essential Fisheries Habitat (EFH):** The Project is not located within designated Essential Fish Habitat. MaineDOT has identified the Federal Endangered Species and EFH (where applicable) within the Project areas. The Project is located within the range of the federally threatened Northern Long-Eared Bat. MaineDOT

anticipates that the Project may affect, but not adversely, the Northern Long-Eared Bat. The Project will be eligible for Streamlined Section 7 Consultation pursuant to the U.S. Fish and Wildlife Service Northern Long-Eared Bat 4(d) Rule. MaineDOT and FHWA will coordinate with federal agencies during Project design to avoid and/or minimize effects to ESA species and to complete the required consultations in accordance with the Project schedule.

- v. **Section 404 Clean Water Act Permit (U.S. Army Corps of Engineers):** Freshwater wetland impacts are expected in order to perform the required work. MaineDOT will avoid and minimize temporary and permanent wetland impacts to the extent practical. MaineDOT anticipates that wetland impacts, and any in-water work will be eligible for Category 2 Permits under the Maine Programmatic General Permit. Use of In-lieu fee mitigation payments to the Maine Natural Resources Compensation Program will streamline compensatory mitigation for unavoidable wetland impacts.
- vi. **Natural Resources Protection Act (Maine Department of Environmental Protection):** Wetland and stream impacts are regulated by the Maine Natural Resources Protection Act. MaineDOT anticipates that wetland and stream impacts associated with the Project will be eligible for Permit-By-Rule Chapter 305, Section 11, which is a streamlined permit process for State Transportation Facilities or will be permissible under the Individual Permit process.
- vii. **Stormwater (Maine Department of Environmental Protection):** The Project will incorporate Best Management Practices for temporary and permanent management of soil erosion and sedimentation. Permanent measures for treatment of stormwater quantity and quality will be incorporated in accordance with Chapter 500 regulations and the Memorandum of Agreement for Stormwater Management Between the MaineDOT, MTA and Maine Department of Environmental Protection.

Goodall Stream, located within the Project Area, has been identified as an Urban Impaired Stream. The City of Sanford has completed a Watershed Management Plan for the waterbody that will aid in guiding Project design and stormwater treatment.

- i. Right-of-Way Acquisition

No full property acquisitions are required to complete the Project. There are a few locations where project managers believe current design will result in approximately a total of 3,000 square feet of property acquisition, via small parcels. MaineDOT and Sanford follow Federal law and guidelines regarding contact, appraisal and acquisition of land.

- ii. Public Engagement

MaineDOT and Sanford have a long history of engaging the community in all aspects of the Project and will continue to do so:

Advisory Committee Meeting (Nov. 4, 2019): VHB reviewed PPI Study scope of work, timeline and deliverables, project goals and objectives, and heard from committee members about background information and data.

First Public Meeting (Apr. 16, 2020): Outlined issues and opportunities within the study area and identified a common vision. Presented current downtown conditions and solicited public input on issues and opportunities Sanford faces.

City Community Survey (Apr. 3, 2020 – May 13, 2020): Online survey to solicit additional public input.

Advisory Committee Meeting (May 13, 2020): VHB presented final Assessment of Preliminary Recommendations after receiving feedback. Discussed goals, objectives and format of second public meeting.

Second Public Meeting (June 8, 2020): Offered public an opportunity to continue their engagement in shaping recommendations for downtown. Organizers identified implementation strategies for the PPI Plan.

Municipal Park & Ride Lot Meeting Feb. 6, 2022: Kickoff meeting to lay out plans on city-owned parcel for 89 parking spots behind the Cumberland Farms convenience store. Reviewed concept, including a new paved municipal park & ride lot.

iii. State and Local Approvals

The Project will receive all required state and local approvals, including environmental and planning, and Statewide Transportation Improvement Program (STIP) support. The Project has broad public support.

iv. Federal Transportation Requirements Affecting State and Local Planning

This Project is included in the 2022-2024 MaineDOT Work Plan, Statewide Transportation Improvement Program (STIP) and is consistent with MaineDOT’s Long Range Plan. It can be found in the *Maine Department of Transportation– Statewide Transportation Improvement Program 2022-2023-2024-2025*, available at <https://www.maine.gov/mdot/stip/docs/2022%20-2025%20STIP.pdf> with an anticipated submittal to FHWA/FTA for approval in April, 2022.

iii. Assessment of Project Risks and Mitigations

Project Risks	Mitigations
<p>Environmental permitting/restriction</p> <ul style="list-style-type: none"> • There are two National Register eligible Historic Districts and several other historic properties within downtown Sanford, including Central Park. Historic resources are protected by Section 106 of the National Historic Preservation Act and Section 4(f) of the U.S. Department of Transportation Act. • Goodall Stream, located within the Project Area, has been identified as an Urban Impaired Stream. 	<ul style="list-style-type: none"> • Close coordination with MHPC and the Municipality will be completed regarding potentially affected resources. Project design will be compatible or complement the character-defining features of these Historic Districts and minimize impacts to properties. Project design will minimize impacts to the park. The Project team will coordinate with the FHWA Maine Division to ensure any potential Section 4(f) use is evaluated to first exhaust reasonable and prudent avoidance alternatives.

<ul style="list-style-type: none"> • Currently high costs of construction materials and labor persist. 	<ul style="list-style-type: none"> • The City of Sanford has completed a Watershed Management Plan for the waterbody that will aid in guiding Project design and stormwater treatment. • Adjusted budget to cover higher costs.
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MaineDOT and Sanford will program contingencies in their annual budgets to cover any cost overages according to the split percentages described herein.

Environmental Justice: MaineDOT utilizes the EPA EJSCREEN for all federally funded projects. According to U.S. Census Block Data, the City of Sanford has one 2000 Census Blockgroup with 10% People of Color. The same Blockgroup in the 2010 Census had the highest percentage of population below the poverty level (37%) in Sanford. The other Blockgroups in the Project Area ranged from 7%-22% of population below the poverty level.

As outlined in a successful 2019 EPA Brownfields Multipurpose Grant application³⁷, in 2015 there were 72 percent of Sanford renters who qualified for rent-restricted units, with income of up to 60 percent of the area median income for a four-person household, according to a Sanford market assessment by the Sanford Housing Authority. Low-income housing availability near downtown includes East Side Acres with 47-units (tenant income is 50 percent of the city’s median) and 187 units of Section 8 housing (tenant income is one-third or less of the city’s median).

The Project area includes Sanford **Census tract:** 23031030202. While not Historically Disadvantaged as defined for the RAISE Program, it is identified as Disadvantaged using the Climate and Economic Justice Screening Tool <https://screeningtool.geoplatform.gov/en/>. The tract exceeds the Health Burden threshold for asthma rates and exceeds the low income and higher education non-enrollment thresholds.

MaineDOT recently updated its Public Involvement Plans, outlining the Department’s efforts to ensure disadvantaged populations are afforded meaningful opportunities for public involvement. The Plans are available here: <https://www.maine.gov/mdot/env/NEPA/public/index.shtml>.

The Project team does not anticipate relocations and the Project will not have significant environmental impacts. The Project will improve existing roads and infrastructure and will reduce safety risks for all users of the transportation system, including vehicles, pedestrians, and bicyclists. It will improve safety and quality of access to shopping and jobs.

Electric Vehicle Charging Corridors: In June 2019, Governor Janet Mills signed a law to create the *Maine Climate Council* to combat climate change. The Council developed a four-year plan for climate action titled *Maine Won’t Wait* to help the state meet its greenhouse gas emission reductions goals. Electrification of the transportation sector was identified in the plan as one of the most effective emission reduction strategies for Maine. It involves expanding both the

³⁷ <https://www.epa.gov/newsreleases/epa-announces-selection-6-million-funding-brownfields-assessment-grants-contaminated>

number of electric vehicles on the road along with available charging stations. Greenhouse gas modeling suggests that to meet the emissions reduction goals, Maine will need to have 41,000 light-duty electric vehicles on the road by 2025 and 219,000 by 2030. Sanford and MaineDOT will ensure downtown Sanford *Park & Ride* users eventually have access to electric vehicle charging stations. Sanford is considering EV charging stations downtown but is mindful of the damage they can endure from slow plow activity.

VI. Benefit Cost Analysis

The BCA (detailed in Appendix A) estimates more than \$134 million in total benefits over the 30-year analysis period resulting from the \$34 million investment. On a discounted NPV basis (7% for all costs and

7% NPV Summary over 30 Years		
	Costs	Benefits
CAPEX - Project Cost	\$24,810,657	
Maintenance Costs		\$2,926,384
Property Value Enhancements		\$21,284,634
Safety Savings		\$6,210,197
Pedestrian Pref Value (pathway widening)		\$404,947
Induced Active Transportation		\$3,477,283
Park & Ride Net Savings*		\$14,682,677
Residual Value of the Project		\$1,078,200
TOTAL	\$24,810,657	\$50,064,321
Benefit-Cost Ratio		2.02

benefits except CO₂ which is discounted at 3%), the Project yields a strong benefit-cost ratio of 2.02:1. Benefits accrue due to the many safety improvements, on-going maintenance net savings, property value enhancements, operating cost savings, improvements to pedestrian facility preference values, and induced active transportation, along with a modest residual value that remains at the end of the 30-year period. The improvements will make transit through Sanford safer, encourage more non-vehicular traffic, make roads less costly to maintain, and greatly improve the aesthetics and quality of life for residents, customers, and potentially even tourists. The significant aesthetic and connectivity improvements will increase residential and commercial property values in Sanford. *Net Maintenance Costs* – As a necessary band-aid repair to streets today, Sanford adds a 1.25-inch top layer of asphalt every 7 years. However, upon Project completion the BCA assumes this would not be required until year 12. Furthermore, a hot mix asphalt mill and fill would not be required until year 20. A 1.25-inch top layer will then be required every 7 years thereafter. The aggregate base of the road will theoretically not require replacement for more than 100 years. The NPV of the net savings in the build vs. no-build scenario is **\$2,926,384**.

Property Value Enhancements – Because the Project improves so much throughout downtown, property values will be enhanced, just as many studies conclude. Maine Revenue Services has previously noted that changes in property values are driven by, and hence reflect, the value associated with local changes in community impacts (**accessibility, safety...visual amenity, and community cohesion**), as well as economic development impacts (**business productivity**). In general, a transportation project would only lead to changes in property values (and subsequent land use) if it causes a direct change in one or more of these other local factors that affect the desirability of a location. This Project specifically targets the items in bold above. The analysis utilizes the valuation that Maine Revenue Services calculated for Sanford to determine property

values. It presumes a one-time two percent improvement to values upon Project completion.³⁸ The analysis is conservative in a number of ways. First, previous studies have concluded that infrastructure improvements yield increases to property values in excess of six percent; this analysis only presumes two percent.³⁹ Second, while the BCA guidance advises a one-time increase, the BCA assumes that increase is realized over a 3-year period. And third, the analysis uses the nominal value of the 2020 property valuation assessment and does not assume any increase between now and Project completion when benefits are included. The NPV of those enhancements is **\$21,284,634**.

Safety – The calculated *annualized* safety benefit is \$666,312 and yields an overall NPV of **\$6,210,197**. These savings are based on a number of factors:

- Improving curbside parking locations
- Increasing intersection sight distance by moving or eliminating some parking spaces
- Installing a left turn lane at the intersection of Main Street and Roberts Street
- Converting the intersection of Main Street and Kimball Street to a right-in/right-out only turn pattern
- Adjusting curbs to mitigate fixed objects in shoulders and unprotected objects between the street and sidewalk
- Area-wide traffic calming improvements such as narrower streets, curb extensions, streetscaping, and parking space adjustments

Pedestrian Facility Improvements Preference – While all sidewalks encompassing the Project will be improved, the basis for the BCA savings is the paving and widening of the Mousam Promenade. Presently that trail, while paved, is old, cracked, and only four feet wide. The Project will turn that 0.9-mile trail into a ten-foot-wide paved path used by walkers, primarily students, and cyclists simultaneously with comfort. It will connect to many other Project improvements and the Sanford Trails system, increasing its use significantly. Per BCA guidance, at \$0.10 per added foot per user, the NPV of improvements is **\$404,947**.

Induced Active Transportation – As described above this new path, with its connections to ample existing and improved infrastructure, will undoubtedly induce more joggers, walkers, and cyclists. The analysis recognizes use of the trail will be greater during warmer months and reduced during colder months. Local user assumptions are based on prior informal surveys and observations along with local knowledge. They conclude that trail usage is less than one percent of Sanford's population even during months of high use. The NPV of these mortality reduction benefits is **\$3,477,283**.

Park & Ride Savings – A key economic component of the Project as well as an important regional need is construction of a *Park & Ride* facility where none currently exists. The facility will support workers commuting to the Portsmouth Naval Shipyard. The analysis assumes the net

³⁸ <https://www.maine.gov/revenue/taxes/property-tax/state-valuation>

³⁹ <https://publications.iadb.org/publications/english/document/The-Impact-of-Upgrading-Municipal-Infrastructure-on-Property-Prices-Evidence-from-Brazil.pdf> & <https://www.povertyactionlab.org/evaluation/increasing-access-infrastructure-and-property-values-through-urban-investment-mexico>

savings of reduced vehicle trips contrasted by the additional cost of the operation of electric buses over the life of the Project. While there are no travel time savings for riders (either gained or lost), there are significant operating, safety, and emissions savings associated with significantly fewer 60-mile daily roundtrips to Portsmouth. Overall, the analysis assumes more than 2.5 million vehicle miles traveled are saved annually as demand for the service is strong and will be extremely popular.

Residual Value – In terms of savings, the life of Project improvements greatly-exceed the 30-year analysis period, yielding an NPV of **\$1,078,200**.

There are a significant number of additional meaningful Project benefits; however, they pose challenges when trying to quantify, including:

- Increased cycling and walking trips in lieu of vehicle trips
- Utilizing LEDs in new streetlights
- Safety-driven improvements, such as:
 - Using bump-outs to shorten pedestrian crossing distance and reduce vehicle speeds
 - Increasing pedestrian crosswalk sight distance
 - Consolidating crosswalks and moving them to where pedestrians are crossing
 - Streetscaping (trees, benches, etc.) to create buffers between pedestrians and vehicles
 - Changing curb lines at intersections to ‘harden’ turns
 - Creating connectivity to the multi-use pathway downtown

Grant Request Supporters*:

MaineDOT’s grant request for RAISE funds is supported by a diverse group of elected officials, and stakeholders due to the significant economic impact the Project will have on the region.

This list of supporters includes:

Members of Congress: *(letters will be sent directly to the Secretary’s office)*

- U.S. Senator Susan Collins (R-ME)
- U.S. Senator Angus King (I-ME)
- U.S. Congresswoman Chellie Pingree (D-ME)

State Elected Officials/Offices:

- Governor Janet Mills
- Maine Senator David Woodsome (R-York)
- Maine Representative Patricia Hymanson (D-District 4)
- Maine Representative Matthew Harrington (R-Sanford)

Other Organizations:

Portsmouth Naval Shipyard (PNSY)	Sanford Housing Authority
Bicycle Coalition of Maine	Mayor of Sanford
Caring Unlimited	ReinCorp - Residential Developer
Cycle Sanford	Sanford Planning Board Chair
Friends of Downtown, Sanford, Maine	Sanford Regional Economic Growth Council
The Honorable Governor Mills	Sanford Sewerage District
Kids Kove Childcare & Learning Center	Sanford-Springvale Chamber of Commerce
Maine Better Transportation Association	Sanford-Springvale YMCA
Maine Department of Health and Human Services	Sanford Trails and Urban Forestry Committee
Maine State Chamber of Commerce	TPD Construction Co. - Residential Developer
State of Maine Department of Environmental Protection	Troiano Hanselmann
McDougal Orchards	WinnCompanies - Mixed Use Developer
Parks & Recreation	York County Community Action Corporation
Partners Bank	York County Emergency Management Agency
City of Sanford Administration/Communications	York County Soil and Water Conservation District

Please visit <http://www.mainedot.gov/grants/raise/>

* MaineDOT will post all received letters on our website noted above.

APPENDIX

Benefit-Cost Analysis	A
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Cost Estimate/Project Budget	C
Gantt Chart	D
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